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TAGS: [PREL](#) [PGOV](#) [KDEM](#) [MOPS](#) [RW](#)  
SUBJECT: SUCCESSFUL JMG AND TRIPARTITE MEETINGS IN KIGALI  
  
REF: KINSHASA 1081

Classified By: DCM Cheryl Sim for reasons 1.4 (b) (d)

¶1. (SBU) Summary. The Rwandan government hosted successful Joint Monitoring Group - Envoys Level (JMG-EV) and Tripartite Plus Joint Commission meetings in Kigali from December 8-10. Participating governments and international organizations praised the recent progress and positive momentum of bilateral meetings between the Rwandan and Congolese governments, and pledged their continuing support. Both meetings welcomed the operational plan against the FDLR agreed upon by the two governments, praised the role of UN Envoys Presidents Obasanjo and Mpaka, and agreed that efforts must be taken against those who profit economically from negative armed forces in the Congo. Each body also urged compliance with UNSC 1804 authorizing financial sanctions and a travel ban against the FDLR, endorsed direct talks between the Congolese government and the CNDP, and supported the enlargement of MONUC forces. The Tripartite-Plus Commission separately welcomed the December 4 agreement between the Government of Burundi and the FNL, called for increased pressure on the LRA, including a Security Council resolution imposing a travel ban and financial sanctions, and supported the establishment of a Tripartite-Plus working group aimed at curbing illegal activities of negative forces. Each meeting was characterized by cooperative and supportive proceedings, with the international community looking to support the "accelerating and positive" relations between the DRC and Rwanda. End summary.

¶2. (SBU) Rwandan hosted a JMG-EV and follow-on Tripartite Plus Commission December 8-10 in Kigali. EU Special Representative Roeland van de Geer chaired the December 8 JMG-Envoy session at the Ministry of Foreign Affairs, where parties reviewed events and commitments in the light of the 2007 Nairobi Accord and subsequent meetings and negotiations. In addition to Van de Geer and delegations from the DRC and Rwanda, representatives also attended from the USG (Acting AF DAS Karl Wycoff, Senior Tripartite-Plus Coordinator Ambassador Joyce Leader and Ambassador Symington), the AU, the UN (MONUC Chief Alan Doss), and the International Conference of the Great Lakes (ICGLR). Van de Geer extolled the "quantum leap" in good relations between the GOR and the DRC. He detailed the extensive international effort to assist the two nations, noting a "two-five-two" framework for international assistance and consultation, consisting of the two new UN Envoys (former presidents Obasanjo and Mkapa), the five envoys from the EU, US, AU, ICGLR and UN, and the two governments. Attendees at the meeting praised the concrete achievements of the December 4-5 "Four-plus-Four" meeting held in Goma between the two governments (four

representatives participating from each), which included agreement on a joint military operational plan against the FDLR, a DRC commitment to renew diplomatic relations with Rwanda, Burundi and Uganda in the first quarter of 2009, the opening of direct talks between the CNDP and the DRC, and the naming of DRC representatives to the Economic Community of the Great Lakes (CEPGL) governing bodies (reftel).

13. (C) Van de Geer, Wycoff, Doss and others also noted the importance of non-military efforts in the Kivus, particularly under the Goma/Amani Process, and the need to establish a mechanism to curtail the exploitation of natural resources in the Kivus by negative forces. Ambassador Symington characterized the effort as one meant to put the development of natural resources on a legal footing, by legitimate parties. Continuing and extensive sensitization efforts toward negative forces would also be needed to encourage disarmament and repatriation/reinsertion. Wycoff noted USG efforts to assist a revitalized verification mechanism with a technical team of experts. Humanitarian assistance to IDPs and others were also key concerns of the assembled representatives. More effective efforts to pursue FDLR operatives in Europe and North America were also noted, as well as efforts to finalize sanctions against FDLR leadership under UNSC 1804. Van de Geer pledged the JMG's support of GOR - DRC bilateral negotiations, and Wycoff announced that the USG would assume the presidency of the JMG in 2009. The next meeting of the JMG would occur at the convenience of the DRC and Rwandan governments, participants agreed. There was agreement to restart the JGM-Task Force, with meetings scheduled every two weeks. Immediately after the conclusion of deliberations, Rwandan Foreign Minister Museminali briefed the local diplomatic community on the "Four-plus-Four" communique issued by the GOR and DRC on December 5.

14. (C) Under the auspices of USG facilitation as chaired by Wycoff, the Tripartite Plus Joint Commission met December 9 and 10, with the four foreign ministers and their delegations participating. Joint Sub-Commissions met first, with recommendations reviewed by the full Commission and arriving ministers the following day, and a Communique and Ministerial Conclusions (the latter an internal document only) were issued at the end of the sessions (full texts below). In their conclusions, the four governments assessed the Nairobi Process (welcoming "increasing dialogue, changing dynamic and positive momentum" between the DRC and GOR), the Goma Process (applauding joint talks by the CNDP and DRC), the LRA and ADF/NALU (calling for increased diplomatic and military pressure), the FNL (welcoming the recent agreement between the GOB and FNL), Regional Security Cooperation (endorsing MONUC's enlargement and calling for a strengthened mandate), a Legal Experts Report (calling for more consultations), and examined proposals to increase the effectiveness of the Tripartite Plus Process (Uganda proposing regular heads of state summits; the USG noted that Tripartite might ultimately be folded into other mechanisms). The delegations also approved CEPGL observer status.

15. (C) In its communique, the Tripartite Plus Joint Commission largely repeated the Ministerial Conclusions, urging all parties to cooperate with Presidents Obasanjo and Mkapa, endorsing the December Communique by the DRC and GOR, welcoming direct talks between the DRC and CNDP, calling on all governments to enforce UNSC 1804, and endorsing MONUC's enlargement and a strengthened mandate. The Communique also welcomed the December 4 agreement between the GOB and the FNL, and called for increased pressure on the LRA and ADF/NALU, and welcomed the CEPGL as an observer. The Communique also supported the establishment of a working group to consider measures to curtail the economic lifelines of negative forces and other criminal activities.

16. (C) During discussions, there was disagreement whether the group should endorse the plus up of MONUC forces, as approved by the UNSC. During the sub-commission talks, Rwanda maintained that it was inappropriate for the group to endorse the increase. The DRC also asked for an endorsement of an EU bridging force. The following day before the

ministerial, Rwanda agreed to support the MONUC plus up, but not the EU force. All parties agreed to support a strengthened mandate. The Rwandan delegation at one point suggested that the Kinyarwanda services of both BBC and VOA be "suspended" while enhanced sensitization efforts to entice the FDLR out of the Congolese forests proceeded; ultimately this became a recommendation to "constructively engage the media" on negative forces. Discussion of JVM issues were opposed by Rwanda, as more appropriate to its bilateral discussions with the DRC. Uganda's suggestion of a new heads-of-state summit layer to Tripartite-Plus deliberations appeared to receive the support of only the Burundi delegation. During the discussion of regional security issues, Wycoff noted that Washington had been concerned over

the October 2nd CNDP statement noting that it had become a movement of national liberation and that the USG had issued a statement condemning this. Rwanda spoke up to advocate that it was inappropriate to discuss this further, because the CNDP and GDRC were currently engaged in negotiations. The two days of Tripartite Plus deliberations were largely characterized by consensus and accommodation, to a degree many attendees found both encouraging and refreshing. DRC agreed to host the next meeting in the second half of March.

¶7. (C) Comment. In both the JMG-Envoys Level and Tripartite Plus Commissions discussions, partners of the Rwandan and Congolese governments saluted the acceleration of cooperation between the two governments, essentially pledging to remain supportive, while also wishing to give the two governments running room in their burgeoning relationship. The plethora of meetings and mechanisms (Tripartite Plus, Nairobi, ICGLR, Four-by-Four) has left the two governments flying from one regional capital to another nearly non-stop in recent weeks. Both appear to be making the most progress in their bilateral deliberations. Van de Geer in the JMG sessions and Wycoff in Tripartite Plus both signaled that the international community in general and these two fora in particular would reinforce and support as and when the two governments wished. End comment.

¶8. (SBU) Text of Tripartite Documents Follow:

Begin Text (please note: the Conclusions document is for internal Tripartite Plus use only and not for general distribution outside the Tripartite Plus framework):

Tripartite Plus Ministerial Conclusions, December 10, 2008, Kigali, Rwanda

Nairobi Process

¶1. The Tripartite Plus welcomes the increasing dialogue, the changing dynamic, and the positive momentum between the Governments of the Democratic Republic of Congo and Rwanda.

¶2. Tripartite Plus member countries urge all UN members, especially those in Europe and North America, to take action and enforce comprehensive sanctions against the leaders of the FDLR in accordance with United Nations Security Council ¶1804.

¶3. The member countries agreed to responsibly and constructively engage the media to highlight the FDLR and its leadership as negative forces and to encourage the media not to give them a platform.

Goma Process

¶1. The DRC delegation outlined the progress with certain signatories to the Acte d'Engagement, including Mai-Mai groups from South Kivu that are engaging in the Amani process.

¶2. Member countries welcomed the direct talks in Nairobi under the Amani Program between the government of the DRC and the CNDP.

LRA and ADF/Nalu

¶1. The Ugandan delegation reported that the LRA had failed

to sign the final peace agreement and called for increased military and diplomatic pressure to be exerted.

¶2. The Ugandan delegation called for Tripartite Plus member countries to support a specific UNSC resolution against the leaders of the LRA and ADF/NALU similar to UNSCR 1804 against the FDLR. The DRC pledged to support Uganda at the UNSC meeting when the resolution is tabled.

FNL

¶1. The member states welcomed the outcome on the recent agreement between the Government of Burundi and the FNL.

¶2. The Burundian delegation cautioned that while the FNL is largely concentrated in Burundi, certain elements may be in surrounding countries, notably DRC. Member states agreed to work bilaterally and through the Tripartite Plus mechanism to collaborate to undercut any FNL remaining outside the peace process and to pressure them to return to Burundi.

#### Regional Security Cooperation

¶1. The group endorsed MONUC's enlargement and agreed that MONUC's mandate should be strengthened to support the bilateral and Tripartite Plus engagement in disarming the negative forces in the DRC.

¶2. Member states support the establishment of a Tripartite Plus working group or similar organization to consider security and economic measures aimed at curbing the negative forces and other illegal networks from their ability to finance their violent activities. These measures may include eliminating their illegal domination of mines and natural resources; stopping illegal taxation; stopping the illegal appointment of local leadership and customs checkpoints; and control of population centers and other criminal activities like rape, murder, extortion and looting. This process will include encouraging legal economic activity.

#### Joint Planning Cell

¶1. Uganda delegation called on member states to revive the joint planning cell and to explore the possibilities for funding.

#### Legal Experts Group

¶1. The Ugandan Chair of the Legal Experts Group briefed on the June 2008 meeting in Entebbe.

¶2. Member states agreed to consult with their Ministers of Justice on the findings of the report and hold another meeting in Burundi before the next Tripartite Plus Ministerial.

#### Increasing Effectiveness of Tripartite Plus

¶1. The Uganda Delegation proposed adding a heads of state summit to increase effectiveness of Tripartite Plus; the Burundi delegation concurred.

¶2. The Rwanda Delegation pointed out that the Tripartite Plus process was originally envisioned as a short-term measure and suggested that it might be integrated into other groups.

#### CEPGL Observer Status

¶1. Members agreed that CEPGL should be accorded observer status.

Signed in Kigali on December 10, 2008,

Excellency Antoinette Batumubwire  
Minister of External Relations  
Republic of Burundi

Excellency Okello Oryem,  
Minister of State for Foreign Affairs/International  
Cooperation

Republic of Uganda

Excellency Rosemary Museminali  
Minister of Foreign Affairs and Cooperation  
Republic of Rwanda

Excellency Alexis Thambwe Mwamba,  
Minister of Foreign Affairs  
Democratic Republic of the Congo

End Text.

Begin Text:

Final Communiqué, Tripartite Plus Joint Commission, Kigali,  
Rwanda, December 10, 2008

The Tripartite Plus Joint Commission met in Kigali, Rwanda on December 10, 2008 to review progress in eliminating the security threat posed to the Great Lakes region by continuing activity of illegal armed groups in the eastern Congo. The Foreign Ministers of member states – the Republic of Burundi, the Democratic Republic of the Congo (DRC), the Republic of Rwanda, and the Republic of Uganda – regretted the recent escalation of violence in eastern Congo and the resulting humanitarian crisis. They welcomed the renewed dialogue, changing dynamic, and positive momentum between the Governments of the DRC and Rwanda and urged the armed groups to take steps urgently to end the violence, lay down their arms, and reintegrate or repatriate, as appropriate. They welcomed the appointments of and the work of President Obasanjo and President Mkapa as Special Envoys to the eastern DRC and pledged to cooperate with them to realize the common goal of peace in the region. The European Union, the African Union, Union Nat  
ions Mission to the Congo (MONUC), and the International Conference on the Great Lakes Region (ICGLR) attended the meeting as observers.

The Ministers of the Member States of the Joint Commission:

Urged all parties to cooperate with the International Facilitators President Obasanjo and President Mkapa in seeking a peaceful solution through political means to resolve conflict in eastern Congo;

Endorsed the December 5 Joint Communiqué between the Governments of the DRC and Rwanda adopting a common military strategy to end the FDLR/Ex-FAR/Interahamwe threat and a commitment from the Government of the DRC to re-establish diplomatic relations with Rwanda, Burundi, and Uganda during the first quarter of 2009;

Endorsed direct talks between the Government of the DRC and CNDP under the Amani Program and called on all parties to the Goma Process to abide by the ceasefire, establish zones of separation; and begin disarmament, demobilization and reintegration;

Endorsed MONUC's enlargement and said that MONUC's mandate should be strengthened to support the bilateral and Tripartite Plus engagement in disarming the negative forces in the DRC;

Called for urgent implementation of UNSCR 1804 (2008) authorizing travel and financial sanctions on FDLR leaders and urged quick and full implementation of all its provisions by all concerned;

Welcomed the December 4 agreement advancing the peace process between the Government of Burundi and the FNL and urged the region and the international community to support the deadlines for implementation;

Noted that the LRA had failed to sign the final peace agreement with the Ugandan government and called for increased diplomatic and military pressure to be exerted;

Agreed to strengthen the joint planning process;

Called for the UN Security Council to pass a resolution imposing travel and financial sanctions on leaders of the LRA and ADF/NALU, similar to UNSCR 1804 (2008) on the FDLR;

Supported the establishment of a Tripartite Plus working group or similar organization to consider security and economic measures aimed at curbing the negative forces

and other illegal networks from their ability to finance their violent activities. These measures may include eliminating their illegal domination of mines and natural resources; stopping illegal taxation; stopping the illegal appointment of local leadership and customs checkpoints; and control of population centers and other criminal activities like rape, murder, extortion and looting. This process will include encouraging legal economic activity.

Welcomed the regional economic group the Economic Community of Great Lakes Nations (CEPGL) as an observer to the Tripartite Plus Joint Commission.

The Joint Commission Ministers decided to meet again in the DRC to assess progress on agreed actions.

Kigali, Rwanda  
December 10, 2008

End Text.

SYMINGTON